
MSUA :

federal response to urbanization

**Ministry of State for Urban Affairs
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Contents

1	Urban Canada — before 1971	1
2	The Ministry	5
2.1	Mandate and responsibilities	5
2.2	Prerequisites for the Ministry's success	6
2.3	Evolution: 1971-1974	8
2.4	Organization and resources	10
3	Urban priorities	17
3.1	The government's urban priorities	17
3.2	Current Ministry priorities and concerns	17
4	The Ministry's work program	21
4.1	Urban objectives and growth management	21
4.2	Urban environment	25
4.3	Urban land and space	25
4.4	Urban services	26
4.5	Urban economy	27
4.6	Urban institutions	28
4.7	Policy-research process	29
4.8	Urban planning/interventions	30
4.9	Habitat	32
4.10	Communications	32

1 Urban Canada — before 1971

Since the end of the second world war, Canada's rate of urban growth has outstripped that of any other western industrial nation. In 1961 Canada's population had grown sevenfold since Confederation. Its urban population, however, grew fortyfold in the same period. It was projected that by the year 2000 Canada's population could be 95 percent urban.

The absolute size of Canadian cities is not of the greatest significance, the urban problems of Canada are primarily those of *very rapid growth*. Edmonton and Calgary, for example, doubled their populations between 1951 and 1966 and are still growing rapidly. Further, such rapid growth is concentrated in the small number — 12 to 15 — of very large metropolitan areas. Whereas these centres accommodated only 37 percent of the Canadian population in 1951, by the end of the century they may contain over 50 percent. They have become magnets for new population, both from immigration and from internal migration within Canada, and they have attracted and generated new employment.

This process, while generating further and faster growth, has also given rise to serious problems, such as the high cost of serviced land and housing; congestion; lack of adequate transportation; destruction of environmental, social and cultural amenities. In many instances, very rapid urban growth seems to have overwhelmed the capacity of governmental institutions to plan for or cope with it.

In the latter part of the sixties growing recognition of this rapid urban concentration, and of the fact that federal programs and services were increasingly becoming services to urban Canadians, led to increased attention to urban problems by federal political leaders.

A number of developments spurred and reflected this new federal interest. There was, for example, the influence exerted by the *Fourth Annual Review of the Economic Council of Canada*, which focussed on urban problems and problems in urban settings. The Hellyer task force on housing and urban development popularized simmering housing problems. A renewed interest in urban-concentrated poverty, stimulated in part by the War on Poverty launched by successive U.S. administrations, made an impact on Canadian thinking. And a new interest in evaluating the effectiveness of federal programs coincided with these other currents in decision making.

In 1969 the federal Cabinet ordered an exhaustive study on the full dimensions of Canada's urban future.

This was published in 1971 as *Urban Canada: Problems and Prospects*, included special studies of urban poverty, housing, transportation, the urban public economy and other aspects. A summary volume contained a review of possible urban futures for Canada, and made a number of recommendations for public policy.

The Urban Canada study emphasized that continuation of the post-war urban trends was likely to lead to an unacceptable urban future if permitted to continue unconstrained. The costs of projected urban growth would soon exceed the benefits. Properly managed, however, urban growth could also offer an exciting future for Canadians, in which urban opportunities and facilities would be available to all, including those who continued to live a primarily rural life.

The study made clear that in the Canadian federal state, effective urban growth management could only be achieved by the cooperative action of governments at all three levels: federal, provincial and municipal. Municipal governments have little or no control over the size and rate of their own growth; they find themselves in the position of struggling to meet demands for land, services and amenities imposed by that growth. Provincial governments, of course, have exclusive jurisdiction over the form and powers of municipal governments

and over the resources available to municipalities to discharge their responsibilities. The provinces also have primary jurisdiction over the basic matters of regional planning and land use, and the incidence of many other provincial powers, policies and programs has powerful and direct effect on the form and quality of the towns and cities in the province.

Most significantly, however, the study found that the principal forces determining the size and rate of Canadian urban growth fall within the jurisdiction of the federal government: e.g., economic and tax policy, regional development policy, immigration, and transportation. Literally dozens of federal programs play a critical role in shaping the form and quality of Canadian cities, through housing, ports and harbours, public works, railways, airports, etc.

This was a new perception. In the past, the federal government was considered to have little or no role to play in urban affairs. The conventional wisdom was, and in many quarters still is, that because "municipalities are the creatures of the province" (true), "municipal affairs are an exclusive jurisdiction of the province" (false).

A special study undertaken during the preparation of the Urban Canada report indicated that there were (and are) approximately 120 federal programs, administered by nearly 30 federal departments and agencies, that have a significant effect on the process of urbanization (i.e., the location of population and economic activity), or on the shape of specific cities, or on the quality of life of the people living in the cities.

The principal needs identified as a result of the Urban Canada report included the following:

- the need for both a federal and a national urban policy;
- the need for coordination of urban-related activities within the federal government;
- the need for consultation and coordination of such activities with other levels of government;
- the need to develop new mechanisms through which such interdepartmental and intergovernmental consultation and coordination could be achieved;
- the need for new knowledge about urban problems.

These needs, and other key elements of the Urban Canada report, were presented in three submissions to Cabinet in 1970. It was from this report, and in the context of the growing awareness by governments and the public of the potential federal role in the solution of urban problems, that there came the decision in 1971 to create a Ministry of State for Urban Affairs.

As is emphasized in the following chapters, the creation of a Ministry of State, rather than a new department, gave recognition to the all-pervasive character of the federal urban presence. With nearly 30 federal agencies already active on the federal scene in various ways, it seemed more important to ensure that their activities were co-ordinated and focussed on federal urban objectives, rather than that some of these activities, and possibly new ones, be assigned to a single urban department, while the remaining programs went on as before.

Analysis has established, and experience has shown, that urban problems are interdependent; housing shortages, transportation congestion, inadequacy of parks and playgrounds and all the other urban concerns are interactive. Solutions to one of them affect the others in measurable and sometimes unexpected ways. Unilateral or "sectoral" initiatives are therefore usually inadequate and often counterproductive.

Thus the Ministry's major mandate is to develop coordinative and consultative mechanisms to deal with the interdependent phenomena of urban change and to

bring together the decision-making processes of the three levels of government. It is a "horizontal" Ministry, concerned with urban problems across the whole spectrum, rather than a "vertical" department that is primarily concerned with one relatively limited aspect of the urban scene.

2 The Ministry

2.1 Mandate and responsibilities

The Ministry of State for Urban Affairs is therefore a comparatively new, innovative and flexible instrument in Canadian public administration. The primary activity of the Ministry is policy planning: in the 1970 Throne Speech debate the Prime Minister stated that ministers of state would be responsible for developing new and comprehensive federal policies in areas where the development of such policies is considered to be of particular urgency and importance. More specifically, the Proclamation creating the Ministry of State for Urban Affairs identifies three major policy planning tasks:

- (a) The Ministry should formulate and develop urban policies that the federal government can implement through measures within its own jurisdiction;
- (b) The Ministry should ensure the integration of urban policies with other policies and programs of the government of Canada;
- (c) The Ministry should develop cooperation on urban matters among the three levels of government, as well as with the public and with private organizations.

2.1.1 The Proclamation creating MSUA

The substantive portion of the Proclamation, as printed in *The Canada Gazette*, July 10, 1971, is as follows:

...the Minister of State for Urban Affairs shall formulate and develop policies for implementation through measures within fields of federal jurisdiction in respect of

- (a) the most appropriate means by which the Government of Canada may have a beneficial influence on the evolution of the process of urbanization in Canada;
- (b) the integration of urban policy with other policies and programs of the Government of Canada; and
- (c) the fostering of cooperative relationships in respect of urban affairs with the provinces and, through them, their municipalities, and with the public and with private organizations.

...the Minister of State for Urban Affairs shall, in relation to the formulation and development of the aforementioned policies, which are policies for implementation through measures within fields of federal jurisdiction, have assigned to him the following powers, duties and functions:

- (a) in respect of policy development he may
 - (i) initiate proposals for new policies, projects and activities,
 - (ii) evaluate proposals for new policies, projects and activities and seek to ensure their consistency with federal urban policies,
 - (iii) evaluate existing policies, projects and activities of the Government of Canada that have an influence on urban affairs and recommend changes therein where required,
 - (iv) where appropriate, participate in projects and activities of the Government of Canada that may have an influence on urbanization in Canada, and
 - (v) seek, in consultation with other authorities concerned, the cooperative development of urban policy in Canada;

- (b) in respect of research, he may
 - (i) initiate research and policy studies relating to urbanization,
 - (ii) coordinate, in cooperation with other departments and agencies of the Government of Canada, research relating to urbanization that has been undertaken or financed by those departments or agencies, and
 - (iii) recommend priorities for research in urbanization; and
- (c) he may perform the following coordination functions:
 - (i) he may coordinate, promote and recommend national policies in respect of urban affairs among departments and agencies of the Government of Canada,
 - (ii) he may coordinate the activities of the Government of Canada in establishing cooperative relationships with the provinces and their municipalities for the enhancement of the urban environment, and
 - (iii) he may coordinate the involvement of the Government of Canada with other governments and non-government organizations in urban policy matters.

2.2 Prerequisites for the Ministry's success

If the Ministry is to carry out its mandate successfully, certain preconditions are essential. Among these are the Ministry's relation to Cabinet, to the central agencies of the federal government and to other departments; the Ministry's relationship with the provinces and municipalities; the Ministry's emphasis on policy development rather than program implementation; and the size and structure of the Ministry.

2.2.1 Relationship with Cabinet, the central agencies and other departments

Because the Ministry is concerned with a broad, "horizontal," policy area, its policy advice is directed mainly towards the Cabinet and the committees of Cabinet, including Treasury Board. Policy advice from MSUA inevitably affects the priorities, policies and programs of many federal departments and agencies, and the key decisions to accept, reject or modify such advice lie with Cabinet and its committees.

The Minister's membership in various Cabinet committees, such as Treasury Board, is helpful in meeting this need. Similarly, it is essential that the Ministry maintain close working relationships with the central agencies such as the Privy Council Office and the Treasury Board Secretariat.

Finally, the Ministry needs to continually develop the confidence and respect of other departments, and to achieve the coordination of federal urban policies and programs as far as possible through cooperation rather than confrontation.

2.2.2 Relationships with provinces and municipalities

As emphasized in Chapter 1, coordination of federal activities, while it would be a great step forward in the solution of urban problems, is not enough. Indeed, the strong application of concerned urban policy by the federal government with little reference to provincial or municipal governments would generate concern and opposition on a grand scale from those governments. Ottawa would be seen, and rightly seen, as imposing solutions on Canadian urban problems that, in some vital aspects, it cannot understand as well as do the other levels of government.

Both objective analysis and political reality therefore insist that the federal government should attempt to set its urban policy and actions in a national framework of cooperation with provincial and municipal governments.

Sometimes the reconciliation of objectives and the development of a coordinated strategy will be a matter for the federal and provincial governments; frequently the task will involve consultation among all three levels of government. Some issues demand a major national forum, involving the Ministry and other departments of the federal government, all the provinces, and municipal representatives; at other times the Ministry may work with a single province and a city government to achieve a solution to a specific problem in that city.

Conversely the Minister and the Ministry are increasingly likely to be seen by other levels of government as the means through which their concerns about national urban policy or specific urban problems can receive a sympathetic hearing at the federal level. If an individual federal program agency plans action that seems to threaten provincial or municipal urban priorities, it is to the Minister and Ministry, as well as to the agency concerned, that the other governments will complain.

An essential requirement for success in the Ministry's mandate, therefore, is the development and maintenance of mutual trust and a sense of common purpose among the three levels of government in urban matters, at both the ministerial and official levels.

2.2.3 Policy development and program implementation

Although the Proclamation enables the Ministry, where appropriate, to "participate in projects and activities of the Government of Canada," the Ministry was not created primarily to be another program delivery agency. The Ministry frequently works with program departments to design programs and projects, but the implementation, administration and control of these programs normally remain in the hands of the department concerned.

It is through coordination of the 120 or so federal programs that affect urban areas that federal urban policy can be implemented, and these programs are normally best administered by the appropriate line departments. Although some continuing responsibilities of a program character have been given to the Ministry (e.g., in fostering urban management training, railway relocation, etc.) these are at present modest.

Indeed, any attempt to aggregate federal urban program responsibilities in the Ministry (or a department) would necessarily leave it responsible for only a small fraction of the federal programs that have significant urban impact, and these would probably not include those programs that are of greatest significance for the management of urban growth.

2.2.4 Size and structure

Primarily because they do not need the large staffs usually required to implement federal programs on a national scale, Ministries of State are expected to remain relatively small. Policy planning does however require a higher proportion of senior posts for experienced public servants, especially since the subject matter extends across a wide range of problem areas and involves the reconciliation of a multiplicity of different objectives and attitudes. The character of the Ministry is also influenced by the frequent intergovernmental liaison and consultation that is required.

MSUA experience to date indicates that its permanent, in-house staff should not exceed about 300 man-years. If program responsibilities are added to the central, policy-making, mandate, this will, however, require a commensurate increase in the size of the Ministry.

2.3 Evolution: 1971-74

In the first three years of its existence, it seems reasonable to claim that the Ministry has become an increasingly effective and influential policy planning instrument of the federal government.

At the time it was established, there was no previous experience at the federal level of a Ministry devoted wholly to policy planning across a broad problem area, except in so far as the Privy Council Office and other central agencies performed such functions. It was not clear what prospect there was for such a Ministry to work successfully with program departments in the reorientation of existing policies and programs and the development of new ones.

More important, there was no tradition, or even a ready acceptance, of a federal agency specifically concerned with urban matters. Provincial governments naturally tended to regard the initiative as a potential extension of federal power into provincial jurisdiction, and even the municipalities, which for a long time had argued that the federal government did not give adequate recognition to urban problems, were uncertain whether this expression of new federal interest was going to be expressed in the form of imposed solutions rather than through cooperation. Powerful constitutional and other barriers appeared to prevent both the meeting and consulting together of the three levels of government and direct federal-municipal discussions other than through the medium of the annual representations made to the Cabinet by the Canadian Federation of Mayors and Municipalities.

In the three years since July 1971, the notion that the federal government has a legitimate role in urban matters has by now been recognized by all levels of government and by the public. The character of that involvement has also been delineated in a number of major areas, each of which is developed in later chapters of this briefing paper, in the context of the Ministry's current work program.

2.3.1 Federal urban policy planning

Although by 1970 the need for a comprehensive and integrated approach to urban issues was clearly evident, no such capability existed at the federal level. Experts in transport, housing, industrial development and location, employment, welfare and other urban problems were aware that their activities impinged on each other, but there was little they could do to reconcile their activities except via informal or ad hoc arrangements. The provincial and municipal levels similarly lacked a focus in Ottawa that could appreciate the problems caused by individual sectoral activities of federal agencies. It seems likely, in fact, that the creation in MSUA of a means by which such concerns could be dealt with at the federal level has been a significant element in the acceptance of a federal urban role by other levels of government.

The Ministry has now become a recognized element in the overall policy development capacity of the federal government, and both central agencies and operating departments frequently seek its advice and assistance.

2.3.2 Urban research: federal and national

The *Fourth Annual Review of the Economic Council of Canada* (1967) identified our ignorance of the real character of urban issues and problems as one of the principal urban needs in Canada: "In no area of government affairs are there more glaring gaps and deficiencies of data, information and understanding than in urban problems and government." As in other aspects, urban research tended to be

concentrated on specific problems, with little attempt at either description or analysis of the overall situation. Even basic forward projections of population, urban growth and other essential parameters were lacking.

The integrated approach to urban problem investigation and analysis that was begun in the report *Urban Canada* has been extended and developed since 1971. The Ministry is engaged in a series of investigations, large and small, long- and short-term, and these have already been reflected in federal urban policies that have been developed and implemented. Perhaps more important, the Ministry has devoted considerable effort to the definition of research priorities, in terms of federal objectives, which apply to its own, in-house, research activities and also to the substantial external research that it sponsors to serve the needs of the federal government.

2.3.3 Working relationships with federal departments and agencies active in urban areas

In the previous chapter, it was emphasized that the confidence and respect of the main program agencies was essential if the Ministry's coordinating influence on federal urban activities was to be effective. Such confidence necessarily takes time to establish, and much remains to be done, but the Ministry seems to have been successful in establishing close links with a number of departments. Some of the main results of such cooperation include:

- (a) Collaboration with the Department of Public Works on the redefinition of a policy for the management of federal landholdings. This will enable a greater emphasis on broader social and economic objectives, while still satisfying specific federal program needs.
- (b) A series of policy initiatives with the Ministry of Transport, including:
 - the recent Railway Relocation and Crossing Act;
 - review of federal policy on assistance to urban transportation and new programs in this area;
 - review of the best future use of urban waterfronts (jointly with the National Harbours Board), and MSUA membership on the Canadian Ports and Harbours Planning Committee;
 - joint planning of location and facilities for new airport developments, including Montreal, Toronto and Vancouver.
- (c) Collaboration with Treasury Board Secretariat in proposals to Cabinet on the decentralization of federal government employment, in support of urban growth management strategies.
- (d) Joint preparation with Agriculture and Environment of proposals to Cabinet on the development of a national land use policy, based on federal-provincial consultations.
- (e) Cooperation with Finance in the analysis and development of federal options in regard to municipal finance.
- (f) Advice and assistance to Regional Economic Expansion on objectives for the implementation of general and subsidiary development agreements, and other joint work on specific urban-related programs and projects.

As well as such bilateral cooperation, the Ministry has established, with Cabinet approval, a Senior Interdepartmental Committee on Urban Affairs. Fifteen departments and agencies review and coordinate the development of federal urban policy and the implementation of programs.

2.3.4 Tri-level consultation: national, regional and metropolitan

The tri-level consultation system is a fundamental advance in intergovernmental cooperation and is described in more detail later in this briefing paper. In the long view, the system may well be the most far-reaching achievement of the Ministry since 1971. Within three short years, tri-level consultation has become a fact, where in the sixties it seemed almost unattainable without a constitutional change.

It should be emphasized that the tri-level mechanism is valuable at the federal level not only to MSUA; but it provides a flexible means for federal departments and agencies active in urban areas to consult with provincial and municipal colleagues, on the basis of a comprehensive approach to urban problem solving.

2.3.5 Cooperative tri-level efforts in urban issues

Some major cooperative efforts resulting from the tri-level mechanism are described in more detail later in this briefing and in the separate major projects briefing document. Among the more important are the following:

- (a) General consensus on the need to manage urban growth through deliberate action by all levels of government. This consensus was reached at the Second National Tri-Level Conference at Edmonton in October, 1973.
- (b) Agreement for tri-level sponsorship and management of a comprehensive review of public finance issues. This also was agreed to in principle at Edmonton, and the tri-level task force began its work in June of this year.
- (c) The initiation by the Ministry of major central area redevelopment schemes, utilizing programs of all levels of government to achieve decisive shifts in longstanding trends to stagnation or decay. Such joint ventures (called, collectively, "Urbex Projects"), are being initiated or are in progress in 10 of the largest metropolitan areas from St. John's to Calgary.
- (d) Cooperation in the development of detailed plans for railway relocation, waterfront renewal and other significant projects in major cities.

The preceding summary, incomplete as it is, indicates that Ministry activity in the last three years has been a blend of positive innovation, e.g., in the establishment of the tri-level mechanism, and of federal involvement in individual urban opportunities as these presented themselves.

2.4 Organization and resources

The present organizational structure of the Ministry, and the interdepartmental and intergovernmental relationships that it has established at the present time, can best be illustrated by means of a series of diagrams. Many of the linkages are explained in greater detail later in this briefing.

2.4.1 Ministry organization chart

The Ministry (Figure 1) is divided into two Wings, each administered by an Assistant Secretary: the Policy and Research Wing, and the Coordination and Development Wing. Both the name and the internal organization of the Policy and Research Wing reflect the continuum in the policy planning process from the identification and analysis of an urban problem to the development of practical policies designed to solve the problem. There is no separate research branch or group as in some other departments; instead the professional staff are organized according to their expertise in 7 of the 10 subactivities into which the Ministry's work program is divided (see later chapters). These seven teams are responsible to a total of five directors.

In the Coordination and Development Wing, the structure is rather different, since the Wing has a dual role.

First, it is responsible for ensuring that federal urban policies, after their approval by Cabinet or the Minister, are implemented satisfactorily. This may involve merely monitoring the activities of operating departments; normally it requires substantial assistance to these departments in program and project planning. In some cases the Ministry is the principal or lead agency responsible for developing major projects to improve the urban environment, projects that are implemented by other federal departments. Sometimes the Ministry has a continuing role to play when the primary responsibility for implementing a major intergovernmental project is in the hands of either the provincial or municipal authorities concerned. In such cases it is the responsibility of the Coordination and Development Wing to ensure that agreed federal contributions are made as planned, and generally to ensure that the project is completed as agreed.

Secondly, the Wing is responsible for much of the formal interdepartmental and intergovernmental liaison, including the Senior Interdepartmental Committee on Urban Affairs and the tri-level mechanism. A feature of this liaison is the regional coordinators, responsible for developing and maintaining intergovernmental cooperation in the Atlantic Region, Quebec, Ontario, the Prairies and British Columbia respectively.

In addition to this basic two-wing structure, there are other units with a staff or special status. They include the UN 1976 Conference Secretariat, attached to the Coordination and Development Wing (see 4.9.) The Communications Branch, and the Priorities and Planning Group report to the Secretary.

The Communications Branch has general responsibility for providing material for speeches by the Minister and senior officers; for providing replies to parliamentary questions; monitoring parliamentary debates; and for liaison with the media, including the maintenance of a daily and weekly press clipping service and review.

The Priorities and Planning Group is equipped to provide very short term responses to urgent requests for policy advice, ministerial briefing, etc. It also maintains a continuous review of, and provides advice on, the flow of Memoranda to Cabinet, Treasury Board submissions and other similar material from other federal departments, especially where this material appears to have significant urban implications.

2.4.2 The Ministry budget

The 1974-75 Estimates are shown in Table 1. The total budget of the Ministry, just over \$18 million, is small by comparison with most departments and agencies, reflecting the lack of program responsibilities. About 30 percent of the budget is allocated by Parliament under the budgeting classification of "grants and contributions" and which is used by the Ministry for shared planning efforts with other levels and to assist, in a very limited way, selected external agencies or groups active in urban affairs.

2.4.3 The Ministry's position in the federal government system

Figure 2 indicates the most important links between the Ministry and other federal institutions, so far as the achievement of Ministry tasks is concerned. These links have four main forms:

- (a) Portfolio: Links with the two Crown corporations, NCC and CMHC, that with MSUA constitute the portfolio of the Ministry of State for Urban Affairs.

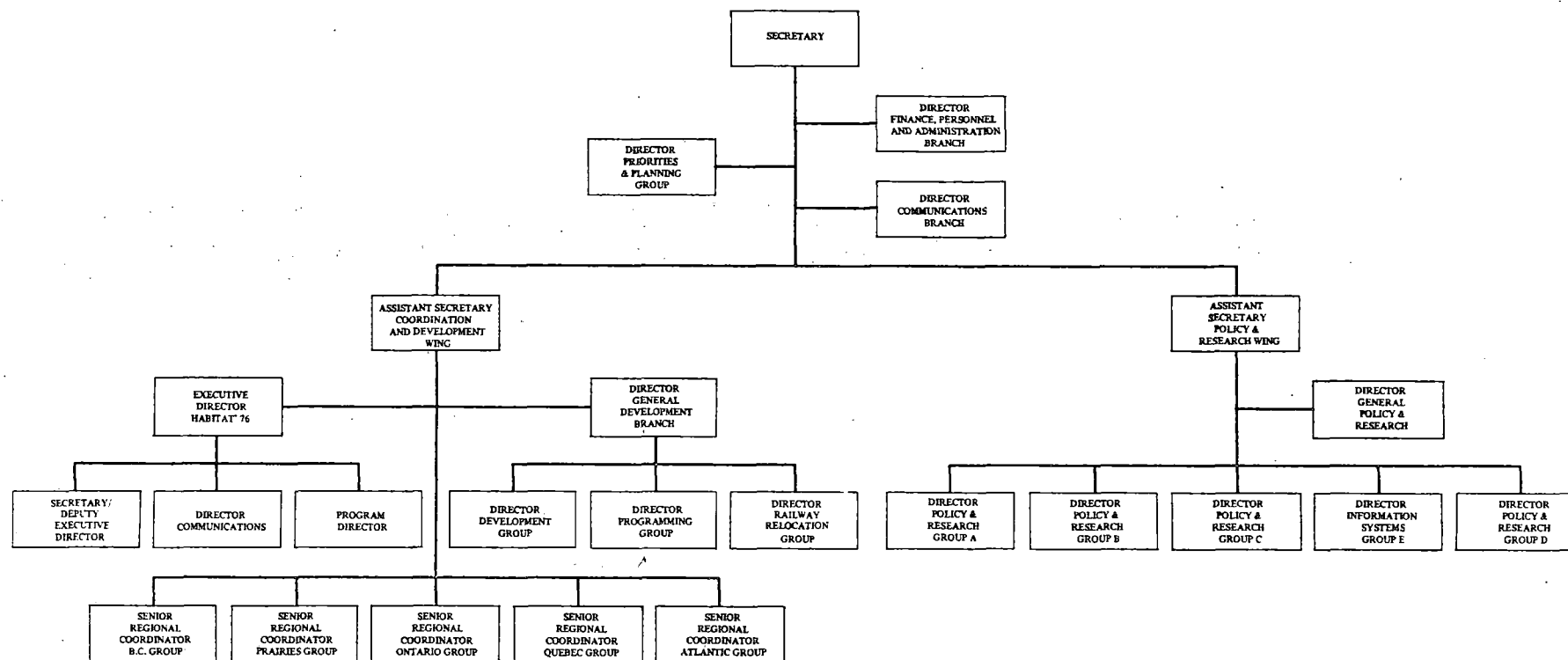


FIGURE 1 (TO DIRECTOR LEVEL) CSUA ORGANIZATION CHART

Table 1 Ministry of State for Urban Affairs: Estimates 1974 – 75

Budgetary	\$
Vote 1 – Urban Affairs – Operating expenditures	\$11,895,000
Vote 5 – Urban Affairs – Contributions for the implementation of projects designed to assist in achieving an improved urban environment	5,732,000
Statutory – Minister's salary and motor car allowance and Contributions to Superannuation accounts	
Total program approximately	\$18,000,000

Source: Government of Canada. Estimates 1974-75.
Ottawa: Information Canada, 1974.

- (b) Central agencies: Links with four central agencies: Privy Council Office, Treasury Board Secretariat, Finance and Justice. Close working relationships with PCO and TBS are particularly important for achieving coordination of federal policies and programs in the urban area.
- (c) Key federal operating departments: Links that MSUA has established with the main operating departments with urban responsibilities. These links are both bilateral and multilateral. The latter are effected through the Senior Interdepartmental Committee on Urban Affairs.
- (d) Other federal agencies: Links that have developed through MSUA participation in specific interdepartmental coordination mechanisms led by other federal departments. These include the Canadian Ports and Harbours Planning Committee, the Interdepartmental Committee on the Environment, etc. They provide a valuable early-warning system of matters of urban concern, as well as a means by which urban concerns can be communicated and incorporated in the policy development processes of other departments.

2.4.4 Intergovernmental relationships

Figure 3 provides a summary of the main intergovernmental relationships of the Ministry. Following the practice of other federal departments, the Ministry is developing important links with provincial governments on matters like the negotiations aimed at the creation of a National Urban Transportation Development Corporation (see Chapter 2).

As noted in the previous chapter, however, it is the tri-level structure and process that are of greatest significance to the Ministry's intergovernmental relations within Canada. These tri-level consultations are developing on three planes. First, on the plane of national urban policy and concern, there have been two *national* tri-level conferences so far, at Toronto in November 1972, and at Edmonton in October 1973. Secondly there is the *province-wide* or *regional* plane. Such a tri-level conference for Ontario was held at Peterborough in April 1973. On the third plane, the *metropolitan* tri-level committees of officials established for individual cities and major regions; these may meet as frequently as once a month. It should be noted that it is only within the metropolitan

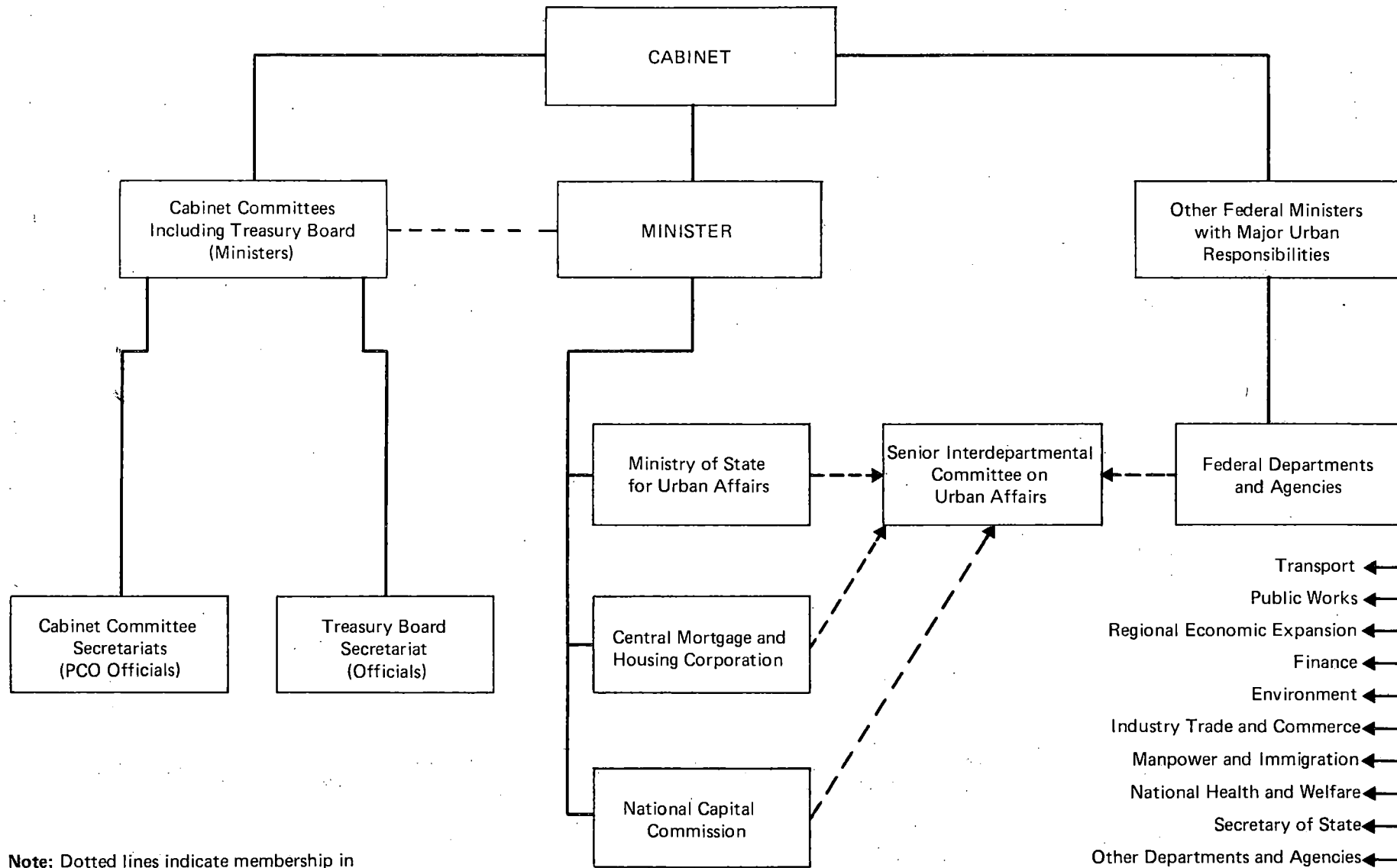


FIGURE 2 THE MINISTRY'S POSITION IN THE FEDERAL GOVERNMENT SYSTEM

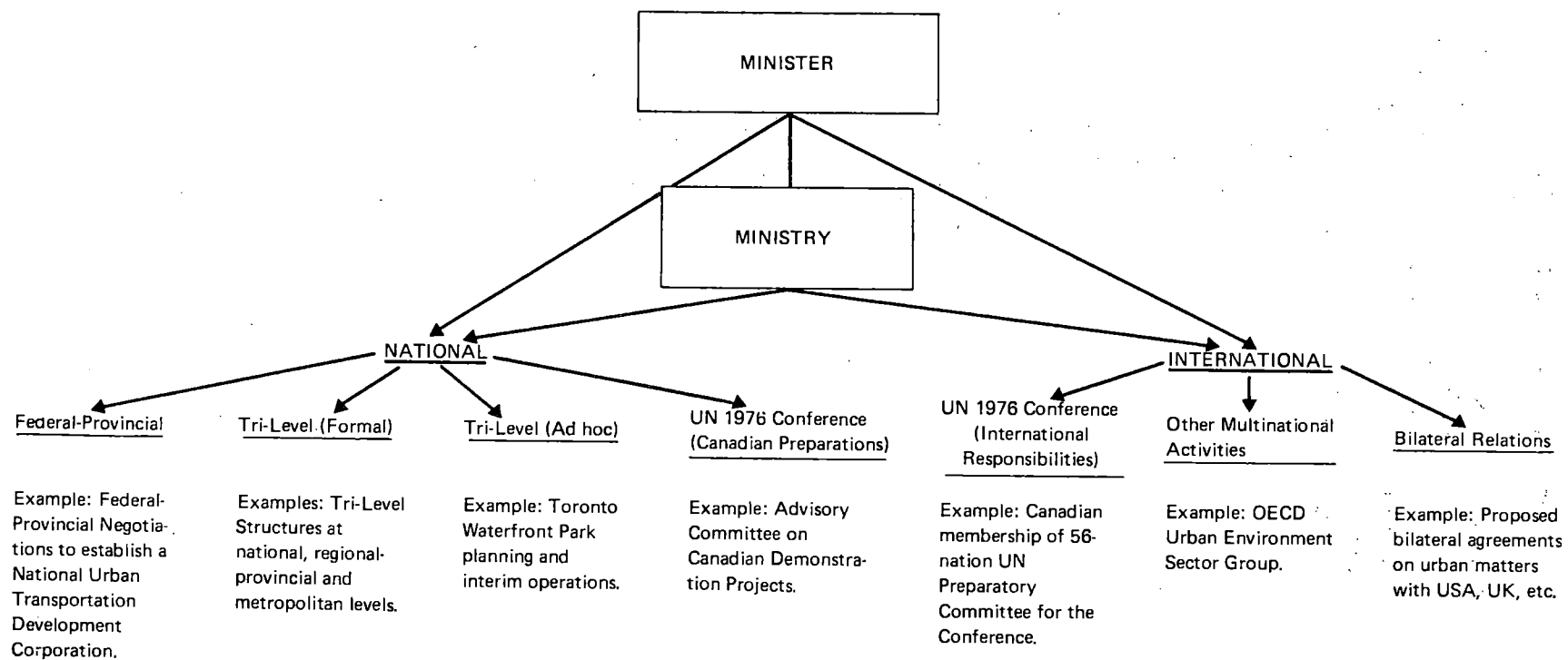


FIGURE 3 INTERGOVERNMENTAL RELATIONSHIPS.

tri-level that the municipal level can speak to the other two levels as a government, able not only to consult but also to decide and to carry through (see 4.6).

At the intergovernmental level, the worldwide character of many urban issues offers major opportunities for the exchange of experience and expertise, especially among the developed, industrialized nations, including Canada, that are members of OECD. The dominant international concern for the Ministry at the present time, however, relates to its role as lead agency for Canadian participation in Habitat. The United Nations Conference on Human Settlements in Vancouver (see 4.9).

3 Urban priorities

3.1 The government's urban priorities

In order to provide some overall framework for the policy development and legislative activity of the federal government, Cabinet decisions in 1973 and 1974 established a sequence and priorities for policy development and implementation across all departments and agencies.

To assist its own thinking, and to clarify the direction that it was giving to the federal bureaucracy as a whole, Cabinet recently distinguished between three types of policy development activity: 'planning studies,' 'policy thrusts,' and 'major objectives.' A Cabinet planning study is designated by Cabinet where it appears that new policies may be needed at the federal level. Before a decision is taken to launch a major development process, however, Cabinet may require a general study of the problem. Although the term "Cabinet planning study" was not then current, it can be seen in retrospect that the preparation of the report *Urban Canada: Problems and Prospects* was essentially of this form. At present, of approximately half a dozen Cabinet studies in progress, the Ministry is closely involved in one of them: on land use.

In those cases where the need for a major policy review has been established by a Cabinet planning study, or is clearly evident without the need for such a study, Cabinet designates the area as a 'policy thrust.' Cabinet has identified the following areas for special consideration:

- Urban environment
- Social security
- Transportation
- Industrial development
- Energy
- Food

The term "urban environment" was intended to refer to urban affairs generally, i.e., to the whole spectrum of activities of the Ministry.

Lastly, the government has designated a series of "major objectives" in which the stress is on implementation of policy through new or expanded programs. For example, the major policy review (i.e., policy thrust) undertaken by the Department of Regional Economic Expansion in 1972 and 1973 is now regarded as completed and the reduction of regional disparities, on the basis of the newly-adopted policies, is regarded as a major objective of the federal government.

The importance that the government attached to urban policy planning has naturally had a significant influence on the work and priorities of the Ministry in recent months. The financial planning of the federal government envisaged the possibility of significant new expenditures on urban programs in the period 1975-76 through 1977-78, assuming that, at about that time, the urban policy thrust would be completed and program implementation would become more significant.

3.2 Current Ministry priorities and concerns

In general, the work of the Ministry reflects the priority accorded by the government to urban matters, as expressed in Cabinet decisions in 1973 and 1974. More specifically, the work reflects the goals established by and for the Ministry during late 1973 and 1974.

These Ministry work priorities can of course be altered rapidly if the Minister or the Cabinet wishes. This summary outlines the situation at the present time.

During late 1973 and 1974, five main goals have been established by and for the Ministry:

- (a) The further definition of federal urban objectives.
- (b) The further definition of the main policy instruments that are available to the federal government for the management of urban growth.
- (c) A clearer and more effective institutional structure for urban affairs.
- (d) More positive interventions by the federal government in tackling urban problems.
- (e) The initial definition of a comprehensive federal urban strategy.

3.2.1 The further definition of federal urban objectives

The priority of defining federal urban objectives derives from the recognition that truly *national* urban objectives, to which all levels of government will give their agreement and support, are not practicable at the present time. The experience with intergovernmental cooperation in urban policy planning has been too short for a comprehensive view to have emerged. Progress towards this end has been good, both through the pragmatic resolution of federal, provincial and municipal objectives and actions in specific situations, and through the emergence of a general consensus on very broad objectives, as shown at the Edmonton National Tri-Level Conference in October 1973.

There are four main elements in this process of policy development where significant progress can be made during 1974. Work on each of these is well advanced in the Ministry.

- (a) The more precise definition of a federally preferred national pattern of urban development for Canada (i.e., the system of cities).
- (b) The evaluation of selected federal policies and programs to assess this impact on urbanization and on the form and quality of individual cities and to propose any changes that might be indicated.
- (c) The development of federal criteria to guide interventions that shape the form and quality of cities.
- (d) Clarification of the federal role in developing and implementing urban regional growth plans and strategy.

3.2.2 The definition of federal urban policies

Work is underway in the development of new policies and policy packages for use by the federal government in the management of urban growth. The state of this work varies from sector to sector. It has advanced to the point where policy proposals, through cooperation with relevant operating departments, can be advanced for early consideration in several areas:

- (a) urban transportation
- (b) new communities
- (c) inner city policy
- (d) employment location
- (e) urban finance
- (f) URBEX (urban experiments).

3.2.3 A more effective institutional structure for urban affairs

Work on an effective institution structure for the Ministry has proceeded continuously over the past three years. This being a new and relatively uncharted area for the federal government, however, much remains to be done, if we are to take advantage of the opportunities for urban improvement offered by the wide range of federal policies and programs.

There is now a hierarchy of structures for federal involvement in urban affairs:

- (a) the Ministry itself;
- (b) the agencies within the portfolio;
- (c) the relations among all federal departments and agencies concerned with urban affairs, including those in the portfolio;
- (d) the relationship involving the federal government, the provinces, and the major urban areas, in the context of evolving tri-level and bilateral mechanisms;
- (e) international relationships of MSUA and the federal government in urban affairs, and in support of the 1976 UN Conference in Vancouver.

Substantial progress is feasible and necessary in each of these relationships, and a considerable continuing effort will be needed to strengthen and to augment these relationships.

3.2.4 More positive interventions by the federal government

Over the past three years, the Ministry has established a basis for intervention on both general and specific urban issues and problems. It has also developed the policy, program, legislative and intergovernmental basis for a broad range of specific interventions. Of special importance over the next few months are the tri-level examination of municipal finance and the initiation of the railway relocation program.

Significant interventions in other areas are emerging rapidly in federal land management, URBEX (Urban Experiments) and demonstration projects, port and harbour redevelopment and the preparation of regional plans and growth strategies. So that priorities can be set on a reasonable, objective basis, federal urban objectives and a federal urban strategy are a high priority.

3.2.5 The initial definition of a comprehensive federal urban strategy

Work by the Ministry on all of the above goals has now reached the point where the Ministry feels ready to prepare an initial definition of a federal urban strategy. A "federal urban strategy" is a highly complex notion, and the difficulty of articulating a meaningful strategy should not be underestimated. Nor should the problems involved in making any agreed strategy operational be minimized.

On the other hand, its importance for the future management of Canadian urban growth cannot be overestimated.

4 The Ministry's work program

In the light of its experience during the first three years, and on the basis of the goals and priorities described above, the Ministry carried through an internal reorganization early in 1974 designed to ensure that the work of the Ministry was structured in a way that would enable its current priorities to be met. An important element of this was the designation of 10 subactivities, which, among them, embrace all the main policy planning activities of the Ministry. These are used as the basis for the summary description of major activities in the remainder of this briefing; they are also used in the supplementary volumes that provide, respectively, more detailed briefing on the major projects and a comprehensive overview of the Ministry's total work program.

The subactivities are as follows:

- Urban growth management
- Urban environment
- Urban land and space
- Urban services
- Urban economy
- Urban institutions
- Policy-research process
- Planning interventions
- International
- Communications

4.1 Urban objectives and growth management

4.1.1 Trends and issues

The Urban Canada study and other examinations of contemporary urban trends in Canada raise the following questions:

- (a) Should the rate of growth of the main urban areas be allowed to continue without intervention?
- (b) If the projections of urban growth 10, 20 or 30 years from now are accurate, is this an acceptable future for Canada?
- (c) What are the consequences of the present trends for national unity the development of national identity and purpose and for present political forms?
- (d) What are the consequences for the future economy and society of Canada if 90 percent of the population lives in cities?

These questions in turn raise fundamental issues concerning the objectives of Canadian society. What options are feasible for urban life in 1975, in 1980 or in 2000? Which of these options is the most desirable and what measures need to be taken in order that governments, and the nation as a whole, may work towards its realization?

Such questions necessarily demand detailed analysis of present trends, and of the ways and means available to influence such trends. But the questions cannot be answered by research and analysis. They are normative questions and they require normative answers. Advice can be provided on the strategies available to alter present trends, on their costs and benefits, and on the probability of their success. Whether they should be attempted or not, however, is something only ministers of the elected governments of Canada can determine.

4.1.2 Objectives

The Ministry began its existence with a strong sense of the need to identify fundamental urban objectives, against which proposals for new policies and programs can be tested and existing programs revised. Within the federal government this need for urban objectives is recognized by other departments, and particularly by the central agencies: Privy Council Office, Treasury Board Secretariat and Finance.

The Ministry's approach to development of urban objectives is summarized in Table 2. It reflects the Ministry's conviction that the development of federal objectives is essential not merely for its own sake but as part of the process of developing national objectives on an intergovernmental basis.

The process of establishing federal urban objectives therefore involves three spatial and jurisdictional levels: national (federal), regional (provincial) and metropolitan (municipal). With the establishment of tri-level mechanisms at the national, provincial and metropolitan scales, the Ministry now has appropriate forums for consultations on urban objectives with the other two levels of government. This process began successfully at the Edmonton National Tri-Level Conference in October 1973.

4.1.3 Stage 1 -- National level

In June 1973, the Minister of State for Urban Affairs presented a first Memorandum to his Cabinet colleagues of urban objectives. This was concerned primarily with the pattern of cities and towns across Canada: the distribution of large, medium and small centres, their relative vitality, the trend towards the differential growth in different regions and in cities of different size, etc.

The Memorandum demonstrated that present trends would lead rapidly to very marked contrasts between a relatively small number of centres that contained a very large proportion of the total population and, the rest of the country. For example, Montreal, Toronto and Vancouver could, by the end of the century or before, contain well over one-third of the total population.

The Memorandum proposed three alternative long-term objectives as a basis for choice of a preferred urban future. The alternatives were:

- (a) Concentrated urbanization: to accept the present national trends towards the concentration of economic activities and people in the three major urban regions, with continued depopulation of the Canadian hinterland. Public policies would be used where possible to counteract the negative effects that arise from such growth.
- (b) Deconcentrated urbanization: to attempt a modest shift in the present trends. Economic activity and population growth would be stimulated in a larger number of major cities, and in their immediately surrounding regions.
- (c) Decentralized urbanization: to attempt a more significant shift in present trends. Public policy would stimulate the spread of economic activity and population growth into a larger number (40-60) of smaller cities throughout Canada.

This document was considered by Cabinet simultaneously with a similar background paper prepared by the Privy Council Office that dealt with broad demographic trends in Canada during the remainder of the century. In the light of the discussion, Cabinet requested three further memoranda, to be prepared on an interdepartmental basis, as follows:

- (a) With MSUA as lead agency: The further analysis of the consequences, and of the means available to the government to arrest and offset, the present trends

Table 2 Summary of the Ministry's approach to the development of urban objectives

Stage 1 — National level			
Emphasis	Jurisdictions; role	Consultative process	Examples of policy issues encompassed
national urban pattern and distributions of towns and cities	primarily federal, requiring strong provincial support.	national tri-level consultations and conferences	national distribution of population and activities urban-rural composition national urban growth policies
Stage 2 — Regional level			
regional urban structure	primarily provincial, requiring strong federal support	regional and national bi-lateral or tri-level consultations and conferences	structure of settlement in the Windsor-Quebec axis and the B.C. lower mainland, etc.; regional growth policies and plans
Stage 3 — Metropolitan level			
metropolitan urban form and the quality of urban life	primarily metropolitan- provincial, requiring federal support	metropolitan and regional tri-level consultations and conferences	metropolitan structure housing forms transportation modes and communications ecological concerns decay, growth and revival

which are concentrating Canada's population in the three largest metropolitan areas.

- (b) With Manpower and Immigration as lead agency: The characteristics of internal migration within Canada, and its implications for Canada's total population size, and for the government's regional development, immigration and urban development policies;
- (c) With DREE as lead agency: The feasibility of coordinating regional and provincial development plans to support preferred demographic objectives concerning population size and distribution within Canada.

The debate on urban objectives and growth management strategies at the national level was extended in 1973 by the designation of "The Management of Growth" as a principal agenda item at the Second National Tri-Level Conference in Edmonton. General consensus was achieved on the problems caused by the present trend to concentration and the need for cooperative strategies to secure a "more balanced national pattern of urban growth."

4.1.4 Stage 2 – Regional objectives and regional growth management strategies

As Table 2 indicates, the primary jurisdiction over regional objectives and growth strategies lies with the provinces and several provinces have, in recent years, taken significant actions to encourage the identification and adoption of urban and regional growth management objectives that embrace either the whole province or the key urban areas within the province. The most important examples are the "Toronto Centred Region" planning process in southern Ontario, the "Livable Region" plan being developed within the Greater Vancouver Regional District; and the work of the Metropolitan Area Planning Commission in Halifax-Dartmouth. The Ministry has assisted these processes by financial grants and contributions, by direct participation of federal professional staff, or both. Through tri-level and other means, it is attempting to get other provinces and metropolitan regions to develop regional urban objectives and growth management strategies.

The Ministry has also initiated some work of its own on regional urban structure. It has begun to develop a Ministry view of regional objectives and growth management strategies. This is essential to the Ministry's coordination role. In this context, the Ministry has commissioned a full-length book, now in the course of publication in both languages, on the urbanization process in the Windsor-Quebec axis.

4.1.5 Stage 3 – Metropolitan objectives: The form and quality of urban life in individual cities and urban regions

This stage, the form and quality of urban life is more complex and perhaps more difficult to achieve than the other two. It is especially difficult for the federal government to take a lead without seeming to go far beyond its jurisdiction. It could be argued, for example, that there is no single set of metropolitan objectives that should apply equally to Victoria, Saskatoon and Saint John – that much of the strength, diversity and quality of urban life in Canada depends on the avoidance of any stereotype of what the good urban life should contain. Despite the obvious truth of such a claim, there nevertheless seem to be certain common objectives that would be agreed to as a minimum and that require federal policies and programs if they are to be achieved.

As a result of the consideration of the first Memorandum on Urban Objectives by Cabinet, a separate and specific request was made by Cabinet that the Ministry

should undertake the preparation of a Memorandum dealing with the development of federal criteria concerning urban form and quality of life.

4.2 Urban environment

The subactivity "urban environment" within the Ministry includes work on the social as well as the physical environment of urban centres. It includes the provision of social, cultural and recreational amenities and related matters affecting the quality of urban life.

At present, a major concern for this subactivity is with urban recreation and open space provision. A review of federal recreation, leisure and open-space provision activities undertaken by the Ministry has made it apparent that the federal role in this area is large, generally unrecognized, and largely uncoordinated. Relatively modest shifts in program and project emphasis by the various federal agencies, plus a much-needed increase in cooperative planning of their activities, could lead to substantial benefits to urban populations that are at present largely deprived of adequate recreation provision within the cities.

The largest specific activity of the Ministry in this area is the Toronto Waterfront Park. This old industrial site of 86 acres adjacent to the downtown core will require several years to recycle into a new, leisure and people-oriented, function. The Ministry was asked by Cabinet to take the lead role in the tri-level planning process for the area. Jointly with Public Works, the Ministry is also developing the interim uses of this "Harbourfront" area; these were initiated in a modest way during the summer of 1973 and more spectacularly during the present summer.

Under the same general heading of urban environment may be included some of the work on waterfront renewal that is being conducted jointly with the Ministry of Transport and the National Harbours Board. The federal government owns or has jurisdiction over large lengths of urban waterfront in major cities from St. John's to Victoria. Many of these waterfronts are now, or will shortly become, unsuitable for port use due to changes in ship size and cargo-handling technology. These sites offer great scope for improving the quality of life for urban residents and day-time workers in the urban core. A study, conducted jointly by the Ministry and the City of Vancouver, has just been completed for the downtown waterfront between Stanley Park and Main Street; a similar study of the older part of the Port of Montreal, including Lachine Canal, is just beginning.

4.3 Urban land and space

This is a major focus of public interest at the present time, because of the steep rise in the price of serviced and unserviced building lots in or adjacent to the major cities.

Pressures on land prices are one of the most direct manifestations of the undesirable trends towards concentrated growth evident in the late sixties. In the long run, the solution of such problems is to be found through the more even distribution of urban growth. Federal strategies to this end are emerging through the Ministry.

In the shorter term, however, a number of actions can be taken to alleviate the situation, and, in particular, to get rid of unnecessary problems restricting the flow of building land at a reasonable price. Some of these measures, such as the speeding up of subdivision approval procedures, are in the hands of other levels of government. However, the recent major financing assistance provided by the

federal government for land assembly and land banking could be reflected, within a few years, in a much more orderly flow of land for building.

The question of foreign ownership of urban land is also to be addressed by the Ministry. It seems to be an important factor in speculation in building land. There is growing evidence that much of the land adjacent to Toronto and other larger cities now held by land development corporations is in fact a speculative asset of the overseas interests that control these corporations.

Meanwhile the federal government has taken a fundamentally new approach to its own landholdings in each province. These amount to some 200,000 acres, much of which is strategically situated in urban areas. In the past such land was used mainly for specific program needs of the federal government: offices, research laboratories, defence bases, harbour works, etc. Its acquisition, use and disposal basically responded to a market economy: land was bought and sold according to commercial criteria. The new policy calls for the efficient provision of government services to be carried out in combination with the use of such federal land for wider social, economic and environmental objectives.

The implementation of this policy has begun through a Treasury Board Advisory Committee that includes the Ministry and CMHC as permanent members. Among the first sites to be examined are the old canal stretch through the City of Welland, and Downsview Airport in Toronto.

More broadly, as noted in 3.1, land use is at present designated as a Cabinet planning study. In the Throne Speech in February, 1974, the government announced that it intended to initiate federal-provincial discussions leading to the development of national land and water use policies. This announcement was generally welcomed by provincial governments and the public.

4.4 Urban services

This subactivity comprises the work of the Ministry in a number of areas, including communications, transportation/utilities, and commercial and social urban services.

The Ministry has taken the lead over the last two years in the development of policies on federal assistance for urban transportation. In the past, such assistance was rare and ad hoc; the best known examples were the assistance provided for the construction of the Montreal and Toronto subway systems. With Cabinet approval, Transport, Environment and Urban Affairs jointly undertook a review of federal activity in urban transportation. From this there has flowed, with the help of other departments, a series of policy and program proposals. The main ones involve the creation of a National Urban Transportation Development Corporation (NUTDC), and assistance to commuter rail services.

The NUTDC proposal, for which Industry, Trade and Commerce has the main responsibility, builds on an earlier initiative of the Ontario Government; the need for a *national* corporation, with both federal and provincial participation, was advanced by the Federal Government at the National Tri-Level Conference in Edmonton in October 1973. Since February 1974 federal-provincial negotiations at the ministerial level have been underway to determine the extent to which provinces would make financial commitments to such a venture, and the terms and conditions acceptable to provinces. Efforts are being made to conclude the negotiations.

Such a corporation would provide a means of developing systems and equipment needed to solve Canadian urban transportation problems, especially if it could capture economies of scale that would result from providing assistance to communities of all sizes. It should also provide major benefits to Canadian

industry by acting as a commercial catalyst able to correlate the activities of various industries, supply systems expertise and open up markets. Through this, the regional economies in Canada should benefit from reasonably priced, appropriate transportation equipment.

The proposals for commuter rail have been superseded by the government's commitment for assistance in urban transportation. The latter incorporated assistance for commuter rail, assistance for intraurban transit vehicles and assistance for demonstration projects with several more minor proposals. The Ministry is discussing ways and means of implementing these proposals, or modified versions thereof, with the Ministry of Transport.

More broadly, the Ministry of Transport is at present engaged in a major policy review that focusses on the National Transportation Act, 1966-67. This was based on the philosophy that transport is a service, which would be paid for, so far as possible, by those who make use of it. Experience in applying this philosophy in a number of cases (e.g., seaway tolls, western freight rates) has demonstrated several weaknesses and new policies are being sought. These will probably be based more on the notion of transport as a means by which broader social and economic goals can be attained. This has considerable significance for national and federal urban goals, and the Ministry hopes to review the National Transportation Act from the urban standpoint.

The Ministry, as a member of the Interdepartmental Task Force on Energy Research and Development, is assisting the task force in its current task of evaluating all energy-related research and development currently being done in Canada. Urban Affairs has been asked to collect and assess information on energy conservation research in the fields of "location and urban forms."

In the last days of the 29th Parliament, amendments to the National Housing Act relating to federal assistance for sewage treatment systems were introduced. The proposed new program was developed jointly by CMHC, Environment and the Ministry. It continues to aid local authorities in raising the standards of water quality and sewage management, but it places an even greater emphasis on reducing the cost of serviced land for housing than did the previous program.

4.5 The urban economy

As noted earlier, municipal finance is regarded as the critical issue by municipalities. They see the burden as being the transfer of funds, or the provision of access to funds, by the senior governments. In the past, their only direct contact has been with the provinces; now municipalities see the tri-level process as a means through which pressure can be exerted on both senior levels of government.

Municipal finance was therefore a major element of the agenda at the second National Tri-Level Conference in Edmonton. At that time the federal government took the initiative in calling for "an in-depth analysis of the present state of public finance in Canada, with special reference to local government finance." This analysis was to be carried out by an independent task force under the direction of the three tri-level co-chairmen of whom one is the Minister of State for Urban Affairs.

The municipalities began with a demand for a complete tri-level examination. The examination was to aim at establishing not only a common information and data base and projections of expenditures and revenues of the three levels but also an evaluation and recommendations for a new system of revenue sharing. This frightened many provinces; only Ontario was prepared to commit itself to a study

including projections and revenue sharing. After considerable discussion led by MSUA, the following compromise was accepted: to appoint an independent task force under the direction of the Tri-Level Co-Chairmen to carry out an in-depth analysis of the present state of public finance in Canada with special reference to local government finance.

The task force's primary focus is to include:

- (a) the development of a common data base with respect to the comparative revenue and expenditure flows at each level of government and recent and emerging trends, and including such geographic and functions breakdowns as are found to be relevant and necessary for the analysis;
- (b) detailed fiscal relationships, interdependencies and financial flows between the three levels of government; and
- (c) specific revenue and expenditure data for selected units of local government as are considered relevant and necessary in each province.

By June, the first meeting of the intergovernmental task force was held.

The first meeting of the task force on June 25, 1974 was attended by representatives from all three levels of government. Discussed at the meeting were the key issues of organization and procedure for the task force rather than the detailed terms of reference. Agreement was achieved on organization and procedure and the work of the task force set in motion. Since then Dr. John Deutsch has agreed to serve as the task force's independent chairman and the progress of the tri-level municipal study has further advanced with the appointment of Eric Newman as project director. With the assistance of technical advisors named by members of the task force, the project director will go on to develop detailed terms of reference, a work program and a budget.

Other work is underway on the same general problem at the federal level. The Department of Finance and the Ministry have agreed that they will jointly undertake studies in three areas in order to determine the present situation and future options regarding the overall federal role in municipal finance.

The principal focus is the intergovernmental study, to which the federal work can contribute if appropriate.

4.6 Urban institutions

Part of the Ministry's mandate was to provide a mechanism to address urban problems beyond the capacity of any single level of government to resolve, and to coordinate cooperative efforts by the three levels to deal with urban issues. From the beginning, the Ministry has concentrated on ways and means to improve intergovernmental consultation. Bi-level and tri-level consultation processes on urban affairs are now reasonably well established.

The following is a summary of the existing situation:

4.6.1 National tri-level consultation

- Two national tri-level conferences have been held. At the first, in Toronto, November 1972, the topics were the problems facing urban Canada and the respective role of the various governments vis-à-vis those problems. At the second conference, in Edmonton, October 1973, the theme was the management of growth.
- The third national tri-level conference has been accepted in principle, but it is unlikely that it will be held in 1974.
- The conferences are organized and convened by the three co-chairmen: one from each level of government. The Minister of State for Urban Affairs is the federal co-chairman.

4.6.2 Regional or provincial tri-level conferences

- Only the Ontario TLC structure exists at present (two meetings held).
- The principle of regional-provincial TLC's was endorsed by the National TLC.
- They are seen by some provinces (Quebec, Ontario, Alberta) as possible alternatives to National TLC's.
- For Saskatchewan, a federal-provincial urban affairs committee is almost in place, with municipal participation, initially at least, on an agenda basis.
- The Ministry has come to the view that federal/provincial bi-level consultation may be more suitable for the discussion of policies/programs intended to influence the "pattern" of settlement within a region or province.

4.6.3 Metropolitan tri-level committees

- Established and working well (primarily at officials level) in Vancouver, Winnipeg, Quebec City and Halifax.
- Negotiations are ongoing to establish committees for Edmonton, Calgary, Toronto and Montreal.
- Ad hoc, project-oriented, tri-level groups are in other cities e.g. Welland, Saint John.

4.6.4 Urban management training

If the tri-level process is to be an effective means of coordinating policies, programs and projects, it will require improved management skills and experience on the part of many of the officials concerned. To that end, the Minister has initiated a modest program of urban management training in conjunction with several universities. Treasury Board approval has been obtained which authorizes the Minister to provide financial assistance for this program.

4.6.5 Citizen participation

Another topic under this subactivity, is that of citizen participation in urban affairs. Since May 1974, the Ministry has been operating under a Treasury Board approved framework for assistance to citizen groups. Generally speaking the framework restricts such assistance to coalitions of citizen groups which address broad planning issues.

4.7 Policy-research process

4.7.1 Information and data systems

Gathering basic data on Canadian cities and the urbanization process was one of the urgent needs at the time the Ministry was created. Within the Ministry, the Information Systems Group is contributing to filling this gap. This is being achieved primarily by work that is also underway to develop a computer-based model of urban Canada. This "macro urban program impact model" is designed as a means by which the probable effect of governmental program changes on the cities can be tested before they are introduced. Such changes, for example, might be alterations in the residential mortgage interest rate, a new program of assistance to the chronically unemployed in the inner city, or new assistance to urban transportation or recreation. If the model is to provide a reliable simulation of the effect of the innovation on Canadian cities, the model must be a complex one that includes a large amount of data about existing cities.

The data base being collected for the model will then become a nucleus to be supplemented and revised for use in the development of other federal and intergovernmental urban policies and programs.

4.7.2 Evaluation

The evaluation of existing and proposed policies, projects and activities of the Government of Canada is specifically provided for in the MSUA Proclamation.

The responsibility for developing evaluation techniques and methods for the on-going evaluation of federal programs to meet MSUA's special needs has been assigned to the program evaluation team. This includes developing information on existing federal programs; procedures for obtaining information on future programs; and suitable techniques, methods, indicators and criteria for special evaluations. The team has the following work projects:

- (a) The Federal Urban Domain project: Three volumes of discussion papers have been produced:

- Volume I – Overview of the federal system

- Volume II – Summary of the program-activity structure of federal departments and agencies

- Volume III – Nature and urban implications of selected federal programs

All three volumes are now being revised and updated in order to make them suitable for circulation to a much wider audience.

- (b) Working relationships with the Treasury Board Secretariat:

The Ministry is negotiating with the TBS to gain access to departmental program forecasts and project submissions before their appearance on the Treasury Board agenda. This information is needed so that advice and recommendations on the urban implications of such forecasts and submissions can be channelled into the decision-making process through MSUA senior management and the TBS program analysts.

The Ministry is already providing "short-notice" advice on policy and program issues. Thus, the Ministry receives Cabinet documents dealing with policy through the Privy Council Office and it channels advice to the Cabinet through the appropriate Cabinet secretariats. Also, the Ministry regularly receives the Treasury Board agenda book consisting of departmental submissions concerning programs; it briefs the Minister on those that have urban implications. However, these arrangements do not allow sufficient time to do a more complete evaluation and it is to overcome this "lead" time difficulty that negotiations are being undertaken with TBS.

- (c) Urban indicators:

The program evaluation group is also working, with the Privy Council Office, on a project aimed at developing indicators of the national situation and progress in urban matters. This work is aimed towards the development of an underlying framework which could provide guidance to Cabinet on program and policy trade-offs.

4.8 Urban planning/interventions

The term urban planning/interventions describes a number of initiatives (mainly by the Coordination and Development Wing) to work jointly with provinces and municipalities on practical urban planning and developmental projects within specific municipalities. These tend to fall into four main groups: urban and regional plans, railway relocation, catalytic development projects and URBEX.

4.8.1 Urban regional plans

Clearly intergovernmental coordination and cooperation in any given metropolitan area is facilitated by the existence of a recognized development plan or strategy for that area. In all those cities where metropolitan TLCs have been established (either continuing or ad hoc), we have been involved in varying degrees in preparing or up-dating local plans on a multi-level basis. Examples include:

- Halifax – comprehensive plan for the metropolitan area
- Winnipeg – integration of native peoples
- Vancouver – waterfront planning study

4.8.2 Railway relocation

A major step forward for this subactivity was the passage and proclamation of the Railway Relocation and Crossing Act. The Act is designed to make better use of railway freight yards and other facilities that no longer need to be located in the historic heart of Canadian towns and cities. It also enables the federal government to direct that urban rail tracks be utilized for rapid transit and similar public purposes. At present, there are approximately 70 towns and cities of varying size that have indicated interest in making use of this legislation in the next few years.

The most advanced plans are in the following centres:

- New Brunswick: Moncton
- Ontario: London, St. Thomas, Sault Ste. Marie, Sudbury, Thunder Bay, Windsor;
- Manitoba: Winnipeg;
- Saskatchewan: Regina;
- Alberta: Calgary, Edmonton, Grande Prairie;
- British Columbia: Greater Vancouver.

4.8.3 Development projects

Ministry officials are conscious of the catalytic potential of some federal projects in urban areas and try to maximize that potential for the benefit of local development. Examples of such interventions include:

- Halifax – comprehensive scheme for the revival of the urban waterfront involving Public Works, National Harbours Board, National Defence, the Province of Nova Scotia, the cities of Halifax and Dartmouth and the private sector;
- Moncton – scheme for the redevelopment of part of the central business district involving Public Works and the city;
- Sault Ste. Marie – harbour changes as part of a CBD development;
- Vancouver – transfer of Granville Island from National Harbours Board for integrated development within the False Creek scheme.

4.8.4 Urbex

In addition to the above practice of seizing passing opportunities to influence the form and quality of certain projects, the Ministry is actively seeking out the potential of selected properties for URBEX (Urban experiment) projects. The essence of the URBEX idea, which is a concept that was developed within the Ministry, is that:

- (a) there is a clearly recognized and generally accepted need in Canada to adopt new and imaginative forms of urban development, and
- (b) the federal government, through the development of its own properties (and using them as a tactical lever to influence properties not under its control) is

in a unique position to carry out projects which advance new concepts of physical and/or institutional planning, management, and design; and which can implement federal urban objectives.

4.9 Habitat

From May 31 to June 11, 1976, Canada will be host to a major United Nations Conference on Human Settlements. This will be on a similar scale to the 1972 Human Environment Conference in Stockholm or the current Law of the Sea Conference in Caracas. It is expected to attract over 130 countries and a possible total of 5,000 or more delegates, observers, media representatives, etc. The proposal to hold such a conference was made by Canada at the Stockholm conference in 1972 and Canada's offer to act as host was also accepted. Canada, therefore, has two distinct roles at this conference: it is the host country and Canada is also a major participant.

Because of the complex nature of human settlements problems, a large number of federal agencies will be involved in conference preparations, as well as provincial agencies, municipalities, non-governmental organizations and the general public. Two separate secretariats have been created by the federal government to act as lead agencies in conference preparations. The Host Secretariat is housed in the Department of External Affairs and the Canadian Participation Secretariat is part of the Ministry of State for Urban Affairs.

Because of the role of Canada as initiator of the conference idea, Canada has already become deeply involved, not merely in establishing its own priorities for the conference, but also assisting the United Nations Organization in conference preparations. The role of the Minister of State for Urban Affairs is a major one that has already involved speeches at the UN as well as arrangements for Canada's participation.

Allied to conference preparations is the Urban Demonstration Projects Fund of \$100 million for five years, created by the federal government earlier this year. Although the first years of the program will focus on projects that are relevant to Canadian participation in the UN Conference, the program as a whole is designed to facilitate, over a longer time frame, the introduction of practical but innovative ideas that will assist the solution of Canadian settlement problems. The fund applies to rural as well as urban projects. However, since well over 70 percent of the Canadian population lives in urban centres, the bias of the program will be towards urban solutions.

4.10 Communications

To foster a better understanding of both the objectives and the current activities of the Ministry, the communications program involves both gathering and disseminating information.

Dependent on the special needs of the Minister and the Ministry, as reflected in the current work program, Communications Branch makes use of a wide assortment of tools, such as:

- (a) communications advice — preparation of comprehensive public relations plans for ministerial announcements, policy documents and major projects;
- (b) speeches, news releases and media briefings — research and drafting of material for the Minister, senior Ministry officials, and the mass media, interpreting MSUA policies and projects;
- (c) audience assessments and media analyses — intelligence gathering on issues, actors, opinion and attitudes in various areas of urban policy;

- (d) information research and resources — compilation of reference material on published and non-published urban information; analyses and documentation on issues, actors, organizations on the urban scene; responses to information requirements;
- (e) periodicals, scholarly publications and general literature — planning, production and distribution of various books, newsletters, research reports, brochures and information packages, explaining MSUA policies/projects for various audiences;
- (f) parliamentary briefing and returns — assisting the Minister to respond to oral and written inquiries in the House; and
- (g) generally, correspondence and supporting information media such as audio-visual displays and exhibitions which offer a vehicle for MSUA messages.